

Message Text

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TO USMISSION NATO NIACT IMMEDIATE

INFO ALL NATO CAPITALS

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USCINCEUR

USLOSACLANT

CINCLANT

CINCUSAREUR

CINCUSNAVEUR

CINCUSAFE

S E C R E T STATE 250010

C O R R E C T E D C O P Y (GARBLES THROUGHOUT TEXT)

E.O. 11652: GDS

TAGS: MPOL, NATO

SUBJECT: KEY ELEMENTS OF MINISTERIAL GUIDANCE: WARNING
OF WAR

REF: USNATO 6253

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1. MISSION TEXT IN REFTEL IS APPROVED WITH THE CHANGES IDENTIFIED IN THE FOLLOWING PARAGRAPHS. WHILE WE AGREE WITH MISSION TEXT, WE SEE DANGER THAT PROVISIONS OF MC 161/74 MAY NOT BE FULLY UNDERSTOOD AND THEREFORE PREFER TO SPELL OUT AT SOME LENGTH IN THE FIRST PARAGRAPH THE DISCUSSION OF WARNING OF WAR UNDER THE HEADING OF QTE WARNING TIME UNQTE AND TO INTRODUCE THE TWO REMAINING PARAGRAPHS WITH THE HEADING OF QTE USE OF WARNING TIME UNQTE. THE LONGER TEXT WHICH WE PROPOSE SHOULD ASSIST DRC MEMBERS, PERM REPS AND MINISTERS TO DEAL WITH THE ISSUES INVOLVED. WE ASCRIBE CONSIDERABLE IMPORTANCE TO AN ADEQUATE DISCUSSION OF THE KEY ELEMENT OF WARNING, BOTH WITH REGARD TO ITS NATURE AND DURATION AND WITH REGARD TO ITS USE. THE NATURE AND EXPECTED AVAILABILITY OF WARNING TIME IS IMPORTANT IN MINISTERIAL GUIDANCE BECAUSE OF ITS IMPACT ON MILITARY PLANNING; THE USE OF WARNING TIME IS IMPORTANT FOR MILITARY PLANNING BUT ESPECIALLY FOR NATIONAL ACTION.

2. SUBSTITUTE THE FOLLOWING FOR PARAGRAPH 1. QUOTE.

WARNING OF WAR

1. WARNING OF WAR IS A CONTINUING PROCESS OF DERIVING CONCLUSIONS CONCERNING THE LIKELIHOOD OF A WARSAW PACT DECISION TO INITIATE WAR AND THE STATE OF THE FORCES WHICH WOULD EXECUTE AN ATTACK. THE LAST STEP OF WARNING OF WAR IS A NOTIFICATION BY INTELLIGENCE THAT THE OUTBREAK OF WAR APPEARS LIKELY. IT IS NOT AN EVENT WHICH OCCURS ONLY WHEN INTELLIGENCE CONCLUDES THAT THE WARSAW PACT (IN PRACTICAL TERMS, THE USSR) HAS DECIDED TO ATTACK NATO. EXCEPT FOR THOSE MILITARY INDICATORS LIKELY TO APPEAR VERY SHORTLY BEFORE THE ATTACK, NEITHER POLITICAL NOR MILITARY INDICATORS LIKELY TO BE AVAILABLE TO NATO CAN PROVIDE FINAL CONVINCING EVIDENCE THAT A DECISION TO ATTACK HAS BEEN TAKEN. NEVERTHELESS, OTHER POLITICAL AND MILITARY INDICATORS LIKELY TO BE AVAILABLE CAN PROVIDE NATO INTELLIGENCE WITH THE CAPABILITY TO WARN OF AN INCREASINGLY MENACING POLITICAL SITUATION COMBINED WITH A CHANGE IN WARSAW PACT MILITARY POSTURE WHICH IN TURN

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INCREASES THE LIKELIHOOD THAT A DECISION TO ATTACK NATO MAY BE TAKEN. THE FOLLOWING POINTS SHOULD BE NOTED.

(A) A CHANGE FROM THE CURRENT POLITICAL SITUATION TO ONE IN WHICH THE LIKELIHOOD OF WARSAW PACT MILITARY ACTION AGAINST NATO WOULD BE MARKEDLY GREATER IS UNLIKELY TO OCCUR ABRUPTLY;

(B) MILITARY INDICATORS WOULD PROVIDE EVIDENCE AS TO THE DEGREE OF WARSAW PACT READINESS AND CAPABILITY FOR AN ATTACK;

(C) THE WARSAW PACT WOULD HAVE TO CARRY OUT WIDESPREAD ACTIVITIES IN PREPARATION FOR AN ATTACK, WHETHER LIMITED OR GENERAL; TO DATE THE WARSAW PACT HAS NEVER DONE ALL OF THESE THINGS AT THE SAME TIME;

(D) EXCLUDING THE ESSENTIALLY NO-WARNING CASE OF SURPRISE NUCLEAR ATTACK AND NOT TAKING INTO ACCOUNT PRELIMINARY WARNING TO BE GAINED FROM POLITICAL AND MILITARY INDICATORS, THE PROBLEM OF FINAL WARNING CAN BE BOUNDED BY TWO LIMITING CASES:

(1) IF THE WARSAW PACT EMPHASIZES SURPRISE OVER STRENGTH, NATO WOULD HAVE STRONG INDICATORS PROVIDING ABOUT 48 HOURS OF WARNING.

(2) IF THE WARSAW PACT EMPHASIZES STRENGTH OVER SURPRISE, IT COULD COMPLETE MOBILIZATION AND MOVEMENT IN ABOUT 21 DAYS FROM A DECISION TO DO SO. WITHIN A FEW DAYS, CERTAINLY WITHIN A WEEK, INTELLIGENCE WOULD DETECT THE SCALE OF ACTIVITY IN THE USSR AND NWSP COUNTRIES AND REPORT THAT REINFORCEMENT AGAINST NATO WAS PROBABLY UNDER WAY. IF THE USSR POSTPONED MAJOR MOVEMENT FORWARD AS LONG AS POSSIBLE, THIS MIGHT DENY NATO CLEAR EVIDENCE OF A WARSAW PACT INTENTION TO ATTACK FOR A FURTHER FEW DAYS. END QUOTE.

3. INSERT THE HEADING, QTE USE OF WARNING TIME UNQTE, BETWEEN NEW PARAGRAPH 1 AND MISSION'S PARAGRAPH 2. THE HEADING IS MEANT TO BE GERMANE TO PARAGRAPHS 2 AND 3.

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4. CHANGE INTRODUCTORY PORTION OF PARAGRAPH 3 TO READ:

QTE 3. MILITARY AUTHORITIES SHOULD ASSURE, FOR PURPOSES OF PLANNING, THAT NATIONS AND THE ALLIANCE WILL MAKE FULL USE OF AVAILABLE WARNING, WHETHER PRELIMINARY OR FINAL, AND WILL GRANT AUTHORITY ... UNQTE. KISSINGER

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